

Portland Planning and Sustainability Commission
Tuesday, March 11, 2014
12:30 – 2:45 p.m.
Meeting Minutes

Commissioners Present: Andre' Baugh, Karen Gray, Gary Oxman, Michelle Rudd, Katherine Schultz, Howard Shapiro, Chris Smith

Commissioners Absent: Don Hanson, Mike Houck

BPS Staff Present: Joe Zehnder, Sallie Edmunds, Marty Stockton, Alex Howard, Radcliffe Dacanay, Julie Ocken

Other Staff Present: Dawn Uchiyama, Elisabeth Reese Cadigan, Marie Walkiewicz (BES); Brian Monberg (Metro)

Chair Baugh called the meeting to order at 12:32 p.m. and gave an overview of the agenda.

Items of Interest from Commissioners

Commissioner Shapiro shared information about the Community Involvement Committee, which has six new members on it. The CIC is continuing the work on the Comp Plan, and there is still room on the CIC for one more PSC member.

Commissioner Schultz: The West Quad SAC had an open house last night at City Hall with about 75 attendees. This group is planning on wrapping up their work in the summer, and then staff will come to the PSC with a proposed plan for the quadrant later in the year.

Commissioner Oxman was in Sri Lanka, where he experienced “a whole different level” of population density compared to Portland. Also, in light of the recent legislated decision around the CRC, do we need to say anything more to Portland City Council regarding West Hayden Island?

- Joe: We just started to talk about this and what the implications are including what do we do with the Comp Plan and the Metro traffic model that assumed there would be a bridge. There were a number of things in the Hayden Island plan that also assumed a bridge for the street plan.
- *Chair Baugh* asked about the Climate Action Plan and any impacts the CRC decision might have on that plan too.

Commissioner Gray asked about the joint PDC/PSC meeting next week.

- Joe: The agenda is a presentation to both commission based on the Urban Land Institute presentation staff shared last month. The main impetus for this first meeting is to meet and work together on a project that both commissions have a stake in.
- *Chair Baugh* will meet with the PDC chair this week. This initial meeting is to establish a recurring, possibly every six months, time for the two commissions to meet together in a work session.

Commissioner Gray also noted that City Council has a Rates public forum with City Council on March 19 at 6:30 p.m. at Parkrose High School.

Chair Baugh mentioned that he and *Commissioner Schultz* met with the Mayor yesterday to discuss the issue of gentrification and how the PSC could help with some solutions for a process to address it.

Director's Report

Joe Zehnder

- The Climate Change Preparation Strategy is out for public comment through mid-April. PSC members should have received an email from Susan a couple weeks ago with information about providing comments/input to our staff.
- BPS has a new strategic plan for 2014-16. This is the second strategic plan since the Bureau of Planning and the Office of Sustainable Development merged. It reflects the continued combining of planning and sustainability objectives in our work.

Consent Agenda

- Consideration of Minutes from 01/28/14 PSC meeting
- [RW #7651](#): Proposed Street Vacation of SE Grand Ave between SE Hawthorne Blvd and SE Madison St

Chair Baugh asked for any comments for the consent agenda.

Commissioner Smith moved to approve the Consent Agenda. *Commissioner Schultz* seconded.

The Consent Agenda was approved with an aye vote.
(Y7 – Baugh, Gray, Oxman, Rudd, Schultz, Shapiro, Smith)

Stormwater Overview

Briefing: Sallie Edmunds; Dawn Uchiyama, Elisabeth Reese Cadigan, Marie Walkiewicz (BES)

Presentation:

<http://efiles.portlandoregon.gov/webdrawer.dll/webdrawer/rec/6371413/view/>

Sallie introduced the BES team and how staff is working to integrate stormwater management in the update to the Comprehensive Plan. Today BES staff is giving an overview of the stormwater system and what we're planning to do going forward to address issues with stormwater management.

Marie thanked BPS for the opportunity to be collaborators in the update of the Comp Plan. It represents an evolution in land use planning.

Stormwater Management 101

What's Portland doing?

Why should planners care?

Updating the Comp Plan

What's ahead?

As background, staff shared a [video](#) about Seattle's stormwater management.

Many of the issues Seattle has are similar to Portland. Portland also thinks about and incorporates how we manage our stormwater in the four different watersheds Portland includes and about relationship of activities in different areas of the storm system to the places where the water ends up in our stormwater planning.

Another way to look at how stormwater is managed is the system: through either combined, UIC, or a MS4 system. Management is regulated by both the State and Federal governments. Both BES and private property owners have these assets, so we work with rate payers and private owners to manage the systems.

Stormwater concerns include:

- Pollutants (water quality or pollution prevention)
- Volume/velocity (detention or flow and volume control)
- Conveyance (approvable discharge point)

Stormwater hierarchy: from top to bottom, the methods to manage stormwater:

- Impervious area reduction (e.g. ecoroofs, impervious pavement)
- Onsite infiltration (e.g. sumps)
- Offsite conveyance (storm systems, including streams and drainageways, followed by CSO as a last option)

Portland is a leader in this area. We have a Stormwater Management Manual, have continually been making system upgrades, and provide incentives and technical assistance. But we've just scratched the surface about what we can do. We still need to make connections with other things happening in the community.

Developers have to find a balance to find a place to put stormwater within a project site while managing project costs. Some techniques include low-impact development; showing the systems as an amenity to the development; reduction in the number of impervious surfaces in the development; and providing incentives like the ecoroof FAR bonus.

When stormwater isn't managed well, there are a number of problems that are created including runoff, erosion, basement flooding and other property damage. Strategies for addressing these problems include preventing building structures in the natural path of water flow and retrofitting areas by removing some of the impervious surfaces there (e.g. Tabor School).

All Portlanders share in the challenges of stormwater management via sewer fees. The City doesn't own the entire separated system, so we need to work on shared solutions to address the separated system problems. Green infrastructure is often the most efficient – it helps with landscaping requirements, transportation systems and decreasing the urban heat island effect.

Transportation planning is another challenge for integrating stormwater. The city's west side and outer eastside don't have comprehensive systems to meet both needs. A new type of regional facility could play a benefit to the neighborhood, create system benefits and could provide for new development while retrofitting previously impervious surfaces. Looking at transportation and stormwater management together is important for creating an efficient system that is an integrated component of the urban development.

Developers are often not aware of stormwater management options, so it often becomes an add-on. Integrating earlier in design is the aim so the stormwater feature is a part of the site. Site coverage requirements currently often make it difficult to fit in stormwater facilities. Additional guidance in the code is necessary to help people understand their options so we can be preventing problems up front instead of needing to pay for them in the future.

The Stormwater policy and the Comprehensive Plan update is being looked at throughout the Plan, in the goals and policies section, public facilities plan and Comprehensive Plan Map.

The current 1980 Comp Plan looks at stormwater management primarily as a utility issue. It does not address connections with land use and transportation, green infrastructure or stormwater systems.

The update to the Comp Plan acknowledges that things are connected. It recognizes that trees, vegetation, soils, and waterbodies provide essential services, like groundwater recharge, managing the flow of water, and protecting water quality.

There is a recognition that each watershed has a distinctive set of characteristics that influence how water interacts with the landscape and development, but the goal is that it knits into urban form and landscape (e.g. within the urban design framework).

A new program at BES to help with Comp Plan implementation is Stormwater System Planning, which provides a bridge between engineers and watershed specialists within BES to put forth a vision and strategy. They are looking citywide to create a system risk assessment and then will look at local-scale alternatives and finally will prioritize projects and operationalize.

The Street-by-Street Program for residential street improvements (PBOT) responds to the neighborhood and offers options of different standards for different residential streets throughout the city. PBOT staff shared this concept with the PSC last summer.

Regarding land use tools and connection to Comp Plan implementation, BPS does plan to participate in the stormwater system planning to more deeply to explore land use tools we could use to help reduce the amount of stormwater run-off. For example, the Central City 2035 Plan policy asks us to expand use of green infrastructure throughout Central City. This could include more ecoroofs and greenwalls in this particular section of the city. Staff is exploring this and other ways to increase the use of these throughout the area.

We can't solve the problems with huge capital investments. We need to work within our means and do hundreds, if not thousands, of small things that all add up to a solution. Partnerships, programs, small investments, private investments, recruiting help from across BES and across the City can be used to harness the cumulative effect of many actions.

Discussion

Commissioner Rudd asked if the public owns property but it is not public right-of-way, what are the requirements for stormwater management.

- There are the same standards/requirements regardless of who owns the property.

Commissioner Shapiro asked about new technology and paving streets with permeable asphalt (for example). Who takes care of this?

- Pervious pavement has been around for a while and provides some solutions. In Portland we have some pilot projects, but it hasn't become a full-blown strategy before we resolve the street/stormwater facility question (PBOT/BES). The two bureaus are sharing responsibilities on the pilot projects. It's often a cost issue right now, but ultimately we'd like to make this more used throughout the city.

Commissioner Schultz asked about stormwater requirements for new development. Has there been a study about on-site treating and whether SDC fees are correlated?

- Stormwater SDCs are very low, and we haven't looked at this correlation in a long time. We need to go back to review the SDCs in light of the current regulations, and SDC fees would likely increase since we haven't looked at them in so long. We are also looking at an overlap with other requirements for onsite management so stormwater isn't an add-on.

Commissioner Gray asked if in making sure there is a system for people developing properties, is there something within the permit process that requires people to understand the stormwater abatement requirements earlier in the process so people can't miss this fact.

- It is a component of the permit process, but it's often too late. We do want to integrate earlier outreach. BES has an outreach group, primarily to school children, but we do need to improve the outreach to the development community and to engineers with a goal to get to design professionals earlier in the process to help merge aesthetics with the functional needs.

BES has partnerships (e.g. with PBOT), but there is also ODOT. As you're developing systems, how does a systemization approach cover different agencies owning different property?

- ODOT is just realizing their requirements. PBOT and ODOT are key partners. We have looked at some joint projects, but the system planning piece has not yet overlapped. We are early in the relationship-building process. All our knowledge is evolving and developing.

Chair Baugh: how do you assess equity in the process?

- The BES level-of-service includes equity as a guideline. We are just beginning to analyze and map where equity failures are happening, and we're trying to quantify it. An example: people living in floodplain areas are often lower income with few options to move. BES is working to reduce flooding in these areas, which helps to improve conditions.

Comprehensive Plan Update - Working Draft Part 2 "What We Heard" Report

Briefing: Marty Stockton

Document:

- [What We Heard report](#)

This report is for the Working Draft Part II of the Comp Plan, which covered October through December 2013. Late last spring, Marty presented the Part I report to the PSC. Last summer's outreach and spring district mapping discussions also have reports. Prior to the Proposed Com Plan coming to the PSC, Marty will bring all 4 reports to the Commission.

This reporting phase included the online Map App tool, which was an incredible way for BPS to share all the data as well as concepts we're working with to the public. With the Map App, the public involvement process was slightly different from previous times. There weren't the big public workshops, but instead, the focus was on training people how to use the tool. Staff met with over 90 organizations to help people understand the app. Staff also hosted three information sessions and three district mapping sessions in areas where we had specific questions for the public (north, east, southwest). These were smaller events to get more information from the public.

BPS received over 900 comments through the Map App, three times the number we received in Part 1 Working Draft. We received over 200 letters and emails as well.

Staff started processing the comments in December. One thing that was important was, when we started grouping comments in the database, staff reviewed comments by topic but also by geography. The report shows topic summaries of the comments, district summaries by geography and event-based summaries as well.

We provided the CIC members with an earlier draft of this report. The CIC appreciated the three ways the comments were grouped to make it easy for a reader to find what were are most interested in. For example, outreach in East Portland accounted for 20 percent of the geographic groups comments. Many groups (32 percent) that staff met with don't have a particular geographic tie.

Tracking the demographics of participants was not the focus of this engagement, so we only received a total of 40 survey responses about demographics. Racial and ethnic diversity was not as much as previous outreach.

Staff are now working on the proposed plan for public involvement about the forthcoming Proposed Comp Plan Update.

The next question is “what are you going to do with this information?” Accompanying the Proposed Plan will be summary of change memos for each chapter to highlight the changes we’re looking to make in the updated plan.

Commissioner Shapiro noted he already announced the PSC opening on the CIC. Did we hear from enough people and feel comfortable this is representative of all Portlanders? Usually the more vocal people are heard and their comments are highlighted more. Are other bureaus/organizations helping to gather data?

- We are always trying to do better with our outreach. We have opportunities to do a deeper engagement with communities of color and under-represented groups. Right now we’re working on an approach to do that. As far as other partners, both ONI and PDC have been involved in the Comp Plan. This has been mostly on the staff level, but ONI is deeply invested in the community involvement chapter.

Commissioner Gray is glad staff is tracking demographics. Thank you. We still find the same people showing up to meetings and providing their input. We know we are not getting input from all the people we serve.

Commissioner Smith recognized we have a long way to go, but we should celebrate the Map App.

Commissioner Rudd commented that a way to modify the Map App would be to explain why we’re asking for the information from users. This could help to engage more people and would share information about why we’re the asking questions.

Chair Baugh noted the work is very informative, and it lays out some tension about the fear of change in neighborhoods with the desire for better neighborhoods. Our challenge is how we get more diverse perspectives into the conversation, and how we come forward with solutions.

Inner Powell Outer Division Project

Briefing: Alex Howard, Radcliffe Dacanay

Presentation:

<http://efiles.portlandoregon.gov/webdrawer.dll/webdrawer/rec/6371414/view/>

Documents:

- Places document/map

The project aims to provide transit service to an area that really needs it. It is a regional project with Metro leading and PBOT and BPS participating.

The length of the corridor is Portland’s Central City through out to Gresham. The project will choose a transit route alignment and station areas and will explore where there are major nodes that we want to be able to serve. Rapid, reliable and quality service are what staff is considering when looking at options.

The land use vision within the nodes is core to the BPS part of the project. Staff expects this phase of the project to be completed in about a year. It will likely take about two years in design with development starting in 2018 and use in 2020.

This is a high transit use corridor. The project team is looking to make trips on corridor more pleasant, reliable and efficient. This corridor has precedent as a priority as it is highlighted in a number of other plans, so it has broad support.

Because we're serving a large area and working with many agencies, Metro is leading the project. We also want to make sure the outcome will meet local needs, so both Portland and Gresham are working on node identification, who we need to serve, areas we are serving and generally making more complete neighborhoods.

Key tasks include defining what a node is and creating a screening criteria to start looking at the nodes.

There are open houses this Thursday (Division-Midway Neighborhood Street Plan) and next Monday. Other engagement opportunities are coming in the spring that will be posted on both the Metro and BPS websites.

The springtime will allow staff to provide an introduction to the project, work on screening criteria for nodes and alignment options, and complete an economic corridor assessment. This summer, staff will use the screening criteria to narrow down the alignment and node options that will be shared in the fall. A proposed plan is expected in early 2015, and then the project will go through a public process led by Metro to ultimately bring the project to the PSC, Portland City Council, Gresham City Council and the Metro Council.

The Steering Committee includes elected officials and community members. Commissioner Novick is the City's representative. By including both elected officials and community members, we're trying to make sure the decision makers are also hearing what community members want in an official forum.

The Portland piece is focusing on the area from the Eastbank to 184th Ave, which is a very diverse geography. Roads are quite wide and auto-oriented, and land uses are often mixed. There are varying right-of-way and intensity of uses throughout the corridor.

Discussion

What is optimal place for transit given existing conditions? As we develop criteria, we will look at the different requirements for uses to find some best-fit options.

Commissioner Shapiro: How can we be sensitive for how humans interact with the street? How do we balance these needs with transportation needs to build communities we can still walk in?

- The screening criteria recognizes this concern. We will look at the land use component and how we expect the areas to develop as well as the connected neighborhoods strategy and goals.

Commissioner Smith: The SW Corridor project is on its own track. This project seems to be moving much faster. What's important to the Comp Plan is also the north-south frequent service on 122nd Ave. How do all these projects fit together and support the Comp Plan?

- TriMet is currently doing their service enhancement planning. Another question we'll have is if we move from one street to another through the corridor, what the best connection street is. With the Comp Plan itself, we are looking at our centers. The Map App shows part of Division and part of Powell as Civic Corridors. Pedestrian connectivity Holgate to Stark are also part of the Division Plan. So we need to review all these components.
- One way we're looking at this vis-à-vis the Comp Plan: this Powell-Division corridor is already designated in the Regional Transportation Plan. Work here is aligned with Portland Plan objectives. Destinations linked by the line are helpful for community

development and equity. 82nd Ave is a major center location, so we can start to explore how we create a center on a stretch of 82nd. This project allows us to explore opportunities to provide neighborhood centers in farther east areas of the city. We consider this an implementation project of the new Comprehensive Plan.

Brian Monberg, Metro: The SW Corridor was identified as the priority, and it has been moving forward. Metro councilors are involved in both projects. SW is a larger corridor with more partners and more challenges. This project is in the planning phase like SW was a couple years ago. Opportunities with partners can bring capital investments to East Portland, and we want to make sure transit is coordinated. These projects are moving independently, likely with different funding streams.

Chair Baugh asked about the diversity of residents and businesses east of 82nd Ave. The project will likely create displacement for many. We need to quantify the displacement. How do we address this in the Comp Plan and going forward? How does prosperity translate for the people who are in the neighborhoods today?

- This is a key question that is built into how we're thinking about this project. The corridor also passes through two Neighborhood Prosperity Initiative areas, so this could be an opportunity to use these areas as a tool.
- We are trying to start the project with existing conditions and are using the vulnerability to displacement study as a base. Through the community workshop process, we can build in some mechanisms to pay attention to this and involve those who are affected.

Commissioner Smith asked about the City's work on this project. What are the public involvement methods?

- Metro is the overall convener, running the large scale project engagement. The City will help to refine the nodes options. We will conduct our own outreach as well as partner with TriMet on open houses. There will be a City-specific event so we can develop a proposal about the nodes. Community workshops will be about land use vision and development strategies.

We need to think about what the process is to validate recommendations and for the community to check-in to make sure we have the right answer.

- This is a slightly different plan than for SW Corridor. When we approached network of communities on Powell-Division, we received a different response. People feel like they have a foundation, there are functional community coalitions, and we have EPAP, PBOT work that's already been done, NPIs, etc, so there's lots of infrastructure for outreach. It is still good caution, and we will certainly check in with the community throughout the process.

Chair Baugh asked if school district representatives are part of the committee.

- The whole route is PPS, David Douglas and Centennial, so we will reach out to them. We will work with PDC about displacement and gentrification, NPI opportunities and challenges.

Adjourn

Chair Baugh adjourned the meeting 2:55 p.m.